We are proud to present these 2014 Outstanding Local Government Achievement Awards

The OLGAs:

Each year, East-West Gateway Council of Governments presents its Outstanding Local Government Achievement Awards recognizing the extraordinary work of municipal, county, special purpose and school district officials in the St. Louis region.

It does not matter whether a jurisdiction, department or district is large or small, volunteer or professional, part-time or full-time.

We look for individuals who provide the highest level of leadership; for projects and partnerships that raise the bar; and for jurisdictions that provide a level of excellence, expertise and service in local government for all to emulate.

We challenged you to bring those who embody these qualities forward for consideration and we honor them today.

Gateway Lifetime Public Service Award
Honors exemplary individuals who have given a lifetime of service to the public sector.

Exemplary Accomplishment by a Local Government Jurisdiction, Agency or Individual
Honors local government jurisdictions, special purpose and school districts, public agencies and individuals for unique achievements in the creation and implementation of exemplary government programs or projects and exceptional public sector contributions.

Exemplary Public/Private or Public/Non-profit Collaboration
Honors successful joint ventures between local government jurisdictions or agencies and private or non-profit organizations.

Exemplary Intergovernmental Collaboration
Honors cooperative efforts between local government jurisdictions or agencies resulting in positive changes in the community.

Leadership in Planning and Design Innovation
Honors forward-thinking planning and design efforts for public spaces or community development that challenges the way people think about their surroundings.
2014 OLGA Winners

Gateway Lifetime Public Service Award

Rosalind Williams

Denny Coleman

Exemplary Accomplishment by a Local Government Jurisdiction, Agency or Individual

Village of New Baden—Wastewater Treatment Facility

City of Kirkwood—Operation Clean Stream Support

Monroe County—Emergency Interoperable Communications

Exemplary Intergovernmental Collaboration

Community Education Partnership—
Parkway School District and Rockwood School District

Municipal Government Partnerships—24:1 Initiative

Exemplary Public/Private or Public/Non-profit Collaboration

CORTEX Collaborative—
Cortex Innovation Community, (Wash U, BJC Healthcare, UMSL, SLU, MOBOT)
City of St. Louis, Bi-State Development Agency, Citizens for Modern Transit, and
St. Louis Regional Chamber

Leadership in Planning and Design Innovation

The Mounds: America’s First Cities Feasibility Study—
Heartlands Conservancy, Madison County, St. Clair County, and City of St. Louis

O’Fallon Neighborhood Community Development and Design Program—
Alliance for Building Capacity-Brown School of Social Work, Lou Colombo,
City of St. Louis, O’Fallon Community Development Organization, and
North Newstead Association
Ms. Williams’ distinguished career in public sector planning and development in the St. Louis region encompasses 30+ years. She has been a tireless champion for initiatives and planning approaches that foster and support healthy communities and sustainable development.

Upon receiving her Master of Urban Planning from University of Washington, she began her career in public sector planning and development with positions in Washington and New York. In 1980, Ms. Williams accepted the position of community development director for the city of Berkeley, Missouri, where she served for four years. She then served in various capacities in the city of Kirkwood from 1984-2005. First she served as community development coordinator and planner, then as director of community development, and completing her tenure with Kirkwood, serving for 13 years as director of planning and development. Ms. Williams retired from public service in 2013, following seven years as the director of planning and development for the city of Ferguson. She was a charter member of the American Planning Association and remains active in the St. Louis Metropolitan Section. She currently serves on the University City Plan Commission.

A strong proponent of Sustainability Planning, Ms. Williams has committed time and energy to planning pursuits designed to making St. Louis a healthy and sustainable region. Her major projects and accomplishments include:

- **Regional Sustainability Planning:** Committee member for OneSTL for the Great Rivers Greenway Maline Creek Corridor Study and for the proposed St. Louis County Sustainability Zoning Code.

- **Downtown and Historic Revitalization:** Developed the strategic plans and codes for downtown Ferguson and downtown Kirkwood, focused on implementing strategies to bring about more walkable, denser, more vibrant communities. Expended Kirkwood’s list of national register properties and landmarks and added two national register historic districts.

- **Healthy and Active Communities Initiatives:** Introduced new zoning to facilitate community gardening and preserve urban farming in Ferguson and as part of the Live Well Ferguson Initiative, helped extend LWF activities for three years by successfully applying for a $300,000 grant from the Missouri Foundation for Health.

- **Kirkwood Farmers Market:** Managed, upgraded, and expanded the successful outdoor farmers market during the five years that it was under the aegis of the Community Development Department. Today, the Kirkwood Farmers Market is one of the city’s venerable public institutions.

- **Property Assessed Clean Energy Legislation:** Initiated the introduction of PACE legislation in Missouri that was signed into law in 2010, making it possible to establish clean energy districts for the purpose of financing energy retrofits of residential and commercial buildings, paid back as a property tax assessment.
Denny Coleman has shaped economic development in the St. Louis region for more than 30 years. His career in public sector community and economic development has made him a well-respected leader, recognized by public and private sector colleagues locally, across the state and the nation. He is a collaborator who possesses a keen understanding of economic policy and development tools, political reality and what businesses really need. His continuity of public service to this region is often cited as a key reason we have been able to capitalize on many of economic development opportunities that we enjoy today. In a lifetime of public service, Denny is credited with bringing over a billion dollars of investment and tens of thousands of jobs to this region during his career.

Coleman has a master’s degree in urban and regional planning from the University of Wisconsin and bachelor’s degree in urban geography from Saint Louis University. Early in his career, he served as the first executive director of DeSales Housing Corporation formed in 1976 by the residents of the Tower Grove East and Fox Park neighborhoods in the city of St. Louis. After which he became vice president of community development at Mercantile Bank. Later, he served as the executive director of the Community Development Agency for the city of St. Louis and then became the city’s first director of development of the Economic Development Corporation. In 1990, Coleman took the reins of the St. Louis County Economic Council that in 2013, under his leadership, became the St. Louis Economic Development Partnership, creating a joint agency with the city of St. Louis exemplifying the importance of a coordinated, intergovernmental approach to future economic opportunities.

He is a long-standing member of the International Economic Development Council which he chaired in 2011. Committed to the next generation of planners and developers, he serves as an advisory board member for Saint Louis University’s master’s degree program in urban planning and real estate development.

Coleman spearheaded many of St. Louis County’s most important projects. He was responsible for the $100 million, high-performance facility for the National Archives and Records Administration’s (NARA) National Personnel Records Center was a mammoth retention project that retained 800 jobs. Coleman continues to work closely with NorthPark to develop and market one of the largest urban land redevelopments in the Midwest. At 550 acres, the $400 million development is expected to have a $7 billion impact and create about 12,000 new jobs.

Denny’s work also lead to the development of River City Casino and the innovative relationship with St. Louis County Port Authority. As a result, Lemay is now benefitting from environmental cleanup and streetscape improvements, a multi-million dollar community grant program and a new aquatic center for residents. In St. Louis’ up-and-coming biocorridor, Denny has championed the Helix Center Biotech Incubator that provides the affordable space, mentoring, financing and support resources needed by early stage bioscience companies. Its close collaborations include nearby Donald Danforth Plant Science Center and the BioResearch & Development Growth (BRDG) Park, which serves emerging, post-incubator companies.
Exemplary Accomplishment by a Local Government Jurisdiction, Agency or Individual

City of Kirkwood—Operation Clean Stream Support

Operation Clean Stream is a river restoration project coordinated by The Open Space Council for the St. Louis Region, a local non-profit that promotes land and water conservation. Every year, thousands of volunteers come out to rid the rivers, river banks and adjoining parks in the Meramec Watershed of illegally dumped trash, tires and rusting metal and then properly dispose of them. The program has become a significant tradition in St. Louis supported by the National Guard, water patrol and street and parks crews from all of the communities in the watershed, including Kirkwood, Wildwood, Fenton, Arnold, and many more.

But this year things got a bit more complicated than usual ... For more than 10 years, the National Guard has generously assisted in making the event a success at the project worksite, Greentree Park in Kirkwood, Missouri. The Guard has always helped by meeting volunteers at the boat ramp with heavy equipment to unload boats, overseeing the proper disposal of trash, tires, and metal, and setting up tents and tables to register hundreds of volunteers. This year, The Open Space Council found out just weeks in advance of the event that the National Guard was not going to be able to assist with the event due to a last-minute deployment to the Middle East. With just weeks to go, The Open Space Council was left with a major void and didn’t know who might be able to fill this enormous gap. Fortunately, the city of Kirkwood rose to the challenge.

While it is clear that many cities support this effort, this year the city of Kirkwood truly surpassed all expectations.

Kirkwood’s Contributions
— The public works department and parks department provided much needed heavy equipment to remove the debris from the riverbanks as people brought in what they had collected. They stayed at the ramp all day working to ensure that everything went in the right receptacle, keeping tires, trash and metal separate.
— They provided access to park facilities including restrooms, shelters, and parking, and provided security.
— The city allowed The Open Space Council staff to place four very large dumpsters in the park for a week so that volunteers from other locations along the river could properly dispose of trash and tires.
— After the event, the public works department assisted with cleaning the inevitable debris from all of the tires and scrap metal covered in river mud.
— They even delivered a BBQ grill to the site to cook lunches for volunteers.
“You can—if you think you can.” This adage characterizes Monroe County, Illinois, along with government and public service jurisdictions throughout the county, when they undertook the challenge of upgrading the county’s emergency communications radio system. During a period when all the jurisdictions in the region have been struggling with the issue of how to achieve emergency interoperable communication, Monroe County, was quite possibly, the county least likely to cross the finish line. But the adage proved true and Monroe County not only figured out what they needed and how to pay for it, but the county provided leadership and a true partnership with the municipalities and fire districts within its boundaries and in the end they were the county that not only crossed the finish line but crossed it first.

In 2008, Monroe County was utilizing an emergency communications radio system that originated in the 1960s with technology that was capable of transmitting only one conversation at a time. Furthermore, no emergency response personnel in Monroe County could communicate with emergency responders outside Monroe County.

The Monroe County Board of Commissioners realized the necessity and importance of upgrading the county’s emergency communications radio system. They were also keenly aware of the financial commitment and county-wide collaboration needed to accomplish this task and that funding an upgraded system would be a financial burden for small, rural police and fire departments. Each jurisdiction in Monroe County needed to be involved in the decision-making process in order for the project to be successful.

The Monroe County Commissioners invited representatives from each jurisdiction in Monroe County to participate in an Interoperable Communications Committee to research radio systems, equipment and funding options; to develop an interoperable communications plan that could be implemented county-wide; and to educate the various jurisdictions throughout Monroe County about the need for an upgraded emergency communications radio system. It is worth remembering that all the fire departments in the county are volunteer. Members of the Interoperable Communications Committee were led from the start by Monroe County Sheriff, Dan Kelley, who is retiring this year, and who is credited with the group’s success.

The county collaborated with jurisdictions throughout the county to apply for grants to fund the upgrade and was successful in receiving grant funding for this purpose. Also, Monroe County loaned money to smaller jurisdictions to purchase radios.

Today, Monroe County, Monroe County Sheriff’s Department, Monroe County Ambulance Service, Monroe County Emergency Management Agency, Columbia, Columbia Ambulance Service, Columbia Police Department, Waterloo, Waterloo Police Department, Valmeyer, Valmeyer Police Department, Columbia Fire District, Waterloo Fire Protection District, Valmeyer Fire Department, Maeystown Fire Department, Hecker Fire Department, Prairie du Rocher Fire Department and Red Bud Fire Department are utilizing the Starcom 21 emergency communication radio system because of a unique effort to collaborate all jurisdictions in one county for a common cause to improve public safety.
Village of New Baden—Wastewater Treatment Facility

The village of New Baden’s Wastewater Treatment Facility provides New Baden and the surrounding area, a more efficient and sustainable method of wastewater treatment and allows the village of New Baden to accommodate current and future development in a cost effective and environmentally responsible manner. With the facility’s moving bed, biofilm reactor (MBBR), the village’s wastewater treatment facility is the first municipal plant of its kind in Illinois. Because of its success, similar plants are currently being designed for the city of Trenton, and are under consideration for the city of Breese and the Holiday Shores Sanitary District.

In 2005, it was determined the village’s outdated lagoon system did not have the capacity for future development. Working with the Illinois Environmental Protection Agency, the village and its consulting engineers HMG, proposed the use of this new technology and secured financial assistance to put the plan into action. Due to the excess capacity created by the facility, the village has been able to serve recent residential and commercial development and was able to enter into an intergovernmental agreement with Wesclin Community Unit School District 3 to provide sanitary sewer service for its new high school campus, located one mile north of the village of New Baden. As a result of this agreement, the school district did not have to expand its current lagoon system (or construct a new one) to accommodate the new campus, and the new high school is able to take advantage of the new, more sustainable technology, offered by the village.

The MBBR approach allowed the village of New Baden to meet the IEPA’s stringent environmental requirements, at a construction cost 40 percent lower than other alternatives, and within a footprint ¼ of the size of the previous plant.

The use of the MBBR technology has allowed the village to promote sustainable methods of waste water treatment with lower operational costs than other advanced treatment methods, such as activated sludge. The end result is a more environmentally friendly process with long-term savings to local taxpayers. Completed in 2011, the $3.9 million project was funded with an IEPA low interest loan and local funds.
Exemplary Intergovernmental Collaboration

Community Education Partnership—
Parkway School District and Rockwood School District

A successful community education program allows a school district to connect with the community by providing valuable lifelong learning opportunities that enhance the quality of life for all residents. This is accomplished by providing a wide array of learning opportunities that promote healthy lifestyles, good parenting, youth development, leadership development, strong families, civic engagement, better mental health and more robust participation in community life.

The field of community education has been changing over the past several years due to economic shifts, demographic changes and new demands by customers. The Learning Resources Network projects that over the second decade of the 21st century, 25-50 percent of community education programs will be negatively impacted if they have not made the necessary adjustment required to remain successful.

Neighboring St. Louis County school districts, Parkway and Rockwood, each have a proud history of providing high-quality community education programs for residents for more than 30 years. While successful, both districts had begun feeling the impact of flat to declining enrollment, demographic changes in district population and other pressures affecting their programs. Given that both district’s community education programs are self-funded and receive no tax-payer assistance, “the way we’ve always done it,” in regards to community education in Parkway and Rockwood needed to change in order to maintain current levels of success.

In late 2011, leaders from the Parkway School District reached out to Rockwood for information on how the district ran its highly successful in-house school-age care program. Rockwood had been offering an in-house program through its community education department since 1984, while Parkway had been outsourcing its program. It was during this conversation that the idea of what would ultimately become the Community Education Partnership was introduced. Rather than just share information on best practices, the suggestion was made to think even bigger. In April 2012, the boards of education approved formal discussions to explore whether a community education partnership could benefit Parkway and Rockwood and their residents.

This partnership means a huge customer base with a combined resident population of more than 250,000 residents. Given the self-funded nature of community education in both districts, the partnership offers a fiscally responsible approach that provides opportunities for cost savings and other efficiencies while not sacrificing the quality of programs and services. As the two programs have different strengths, this was a way to immediately offer broader services and programs to residents. It also allows the districts to take advantage of expanded locations, convenience, and affordability.

Following nearly 18 months of due diligence, the Parkway and Rockwood boards of education approved a 10-year community education partnership that began on July 1, 2014. At its launch this past July, 110,000 program guides were mailed to district households and the response for fall programming was very positive. A stakeholder advisory committee is being formed to be sure that the partnership reflects the voices of stakeholders from both districts and the projections are that more than 40,000 people will participate in programs in 2014-2015.
Municipal Government Partnerships—24:1 Initiative

The 24:1 Initiative is an innovative, place-based community development initiative, convened and facilitated by Beyond Housing. 24:1 is twenty-four municipalities within the geographic boundaries of the Normandy School District with one collective vision: strong communities, engaged families and successful children.

Since 2011, a number of local government officials who are part of the 24:1 Initiative have worked together to examine better and more efficient ways to deliver municipal services to their communities.

The Municipal Government Partnerships Committee’s original task was to examine the potential for cost savings and collaboration between municipalities on a short list of essential public services. In its second year, the committee worked on more complicated tasks including municipal standards for governing and common ordinances. In its third year, the committee achieved more hard-earned successes, working on the tough issues of trash and police. The third year has also brought an increased focus on training around best practices for municipalities.

Here are a few of the accomplishments of the Municipal Government Partnerships Committee working together for their communities:

- Mayors along Natural Bridge Road drafted a unified sign ordinance for all the municipalities from Jennings Station Road to I-170.
- Municipalities have saved over $80,000 and negotiated better services on a collaborative trash bid.
- Close to 125 elected officials and key staff have been trained in FEMA’s National Incident Management Systems.
- 15 municipalities are working to improve or create their emergency preparedness plans, eight of these municipalities now have completed plans.
- 10 municipalities received a $25,000 joint tree trimming inventory grant from the Missouri Department of Conservation. Municipalities saved roughly 35 percent by contracting for inventory services together. $25,000 is the largest dollar amount ever given for a TRIM grant and it set a record for the largest number of municipalities ever collaborating on a grant.
- 11 municipalities have passed a universal Parental Neglect Ordinance.
- 12 municipalities attended a two-day training on capital improvement and infrastructure planning and then attended a follow-up workshop to learn about funding options to support quality infrastructure.
- 24:1 police chiefs have been meeting to discuss youth safety and other emergency response issues across jurisdictional boundaries.
- In April 2013, a delegation of mayors, Beyond Housing staff and representatives from partner organizations met with the White House Office of Neighborhood Revitalization in Washington D.C. to discuss the collective impact of 24:1.
Exemplary Public/Private or Public/Non-Profit Collaboration

CORTEX Collaborative—Cortex Innovation Community, City of St. Louis, Bi-State Development Agency, Citizens for Modern Transit, St. Louis Regional Chamber

Cortex is a not-for-profit organization focused on positioning St. Louis as a regional, national and international hub for technology research, development and commercialization.

Founded in 2002, with a $29 million investment, by Washington University, BJC Healthcare, UMSL, Saint Louis University, and the Missouri Botanical Garden, Cortex serves as a development partner with the Mayor and Board of Aldermen and Bi-State Development Agency. The Cortex Innovation Community is home to a 200-acre innovation hub and technology district integrated into St. Louis’ historic Central West End and Forest Park Southeast residential neighborhoods.

It has formulated a long-term, 25-year master plan, secured funding to replace aging infrastructure and attracts private development partners to advance its mission. In collaboration with other regional partners like the St. Louis Regional Chamber and Citizens for Modern Transit, Cortex promotes programs that support emerging technology companies and markets the region’s assets to attract established technology companies to St. Louis.

When fully implemented, the Cortex master plan projects $2.1 billion of construction, over 4.5 million square feet of mixed-use development (research, office, clinical, residential, hotel, and retail), a new MetroLink light-rail station and 13,000 permanent technology-related jobs. Cortex provides state-of-the-art biomedical science and overall technology research facilities to hatch some of the nation’s most promising technological advances. Cortex offers customizable lab and office space for rent, proximity to world-class research institutions, availability of a highly-trained workforce, and access to venture capital.

The impact of this collaboration is already resonating throughout the city’s central corridor underscored most recently by the ground breaking for an Ikea store scheduled to open in fall 2015 and the announcement of funding for a new Metro station. The first step to better transit access to the Cortex Corridor was a feasibility study for transit service.

Citizens for Modern Transit in cooperation with numerous partners including Great Rivers Greenway and Cortex provided local match of more than $100,000 to fund the study. This feasibility study served as the basis of a successful application for a $10.3 million federal Tiger grant that will help Metro build a new station for the Cortex innovation district between Boyle Avenue and Sarah Street. The new station will be the first MetroLink expansion since 2006. The Great Rivers Greenway District also hopes to incorporate an unused rail line, part of which runs alongside MetroLink tracks, into the district’s regional network of bikeways to create better bike connections into the corridor.
Leadership in Planning and Design Innovation

The Mounds: America’s First Cities Feasibility Study—
Heartlands Conservancy, St. Clair County, Madison County, and City of St. Louis

In all of North America, four archaeological complexes stand out as the greatest achievements in the ancient history of our continent—Poverty Point (Louisiana), Ohio Hopewell (Ohio), Chaco Canyon (New Mexico) and Cahokia Mounds, the largest earthen structure. Our region represents one of the most important cultural landscapes of this ancient continent, dating back to between AD 1000-1400.

Recent investigations further reveal the greater significance and contributions of the advanced cultural developments at Cahokia and its satellite mound centers. Additionally, the recent discoveries at the former site of the St. Louis National Stockyards (part of the East St. Louis Mounds Group) have demonstrated that there are still amazing parts of the archaeological record to be uncovered. Hidden gems in plain sight—in our own backyard. Protecting the Mississippian sites within our region and educating the public are vital tasks. There is a groundswell of support to elevate Cahokia Mounds and thematically connected non-contiguous sites that include Mitchell, Pulcher at Dupo, Emerald Mound at Lebanon, Sugar Loaf Mound in St. Louis and Old North St. Louis for national designation.

A feasibility study was completed in 2014 that documents the resources and provides justification for the National Park Service to create a national historical park and/or national monument. It mapped more than 550 mound sites in the bi-state region in 2,461 square miles/ over 1.5 million square acres. This is the first time such an endeavor has been completed in more than 100 years. Priority sites were selected to begin to investigate connectivity, interpretation and opportunities.

The project team collected 850+ surveys and 500+ letters of support indicating action is necessary; support for national designations; support for archaeo-tourism, eco-tourism, and multi-generational interpretation opportunities.

The process engaged communities, municipalities, and legislators in Missouri and Illinois, Missouri and Illinois park districts, and 11+ Indian nations and tribes including the absentee Shawnee Tribe, Shawnee, OK; Cherokee Nation, Tahlequah, OK; Chickasaw Nation, Ada, OK; Eastern Shawnee Tribe, Seneca, MO; Loyal Shawnee Cultural, White Oak, OK; Miami Tribe, Miami, OK; Osage Nation/Tribe, Pawhuska, OK; Ottawa Tribe, Miami, OK; Peoria Tribe, Miami, OK; Ponca Tribe, White Eagle/Red Rock, OK; and Quapaw Tribe, Miami, OK.

A baseline economic impact analysis of Cahokia Mounds concluded that visitor attendance could increase between 10 and 25 percent in three years. Overall, increased global attention would attract additional visitors annually. With a national designation, Cahokia Mounds would contribute approximately $16.5 million in economic activity, $5.2 million in household earnings, and support 169 jobs within the region. This feasibility study represents the preservation of our region’s and the First Nations story for future generations.
Like many neighborhoods in north St. Louis city, the O’Fallon Neighborhood demonstrates both great potential and great need. The O’Fallon Neighborhood reflects the regional social history arc from civil rights movement successes, through the establishment of stable middle class African-American neighborhoods, to a long, slow decline. It is possible to meet the challenges of O’Fallon and many neighborhoods like it, by understanding that successful efforts require commitment, time, and do not move in a straight line. The O’Fallon Neighborhood Community Development and Design Program partners also recognized the critical need for support from government, university, non-profit, and business partners.

The O’Fallon Neighborhood Community Development and Design Program began in 2011, with 21st Ward Alderman Antonio French’s invitation to work in the community. Over the next three years, Washington University staff, faculty and graduate students partnered with neighborhood residents to facilitate planning for the community’s future and to set these plans in motion. The city of St. Louis Planning and Urban Design Agency generated research data and GIS maps that grounded the discussions in demographic realities. The city of St. Louis Neighborhood Stabilization team and the alderman helped create the connection and outreach to neighborhood residents and leaders, provided guidance to students and faculty, and helped with the selection of housing and commercial center focus areas.

The O’Fallon Community Development Organization and the North Newstead Association took ownership of the planning process at the community level and provided community expertise, leadership and buy-in throughout the process. The Alliance for Building Capacity (ABC) at the Brown School of Social Work worked extensively with the O’Fallon Social Services Cooperative. ABC took the lead in coordinating university resources including the efforts of Dr. Lou Columbo, a specialist in community development with a strong commitment to community inclusive planning, and involving the Fox School of Design and Visual Arts.

Each of the plan’s focus areas included a step-by-step engagement process involving community meetings and interviews. Residents provided long-term vision statements for the neighborhood, articulated desired outcomes and prioritized strategies. This resulted in 65 vision statements, outcomes, and strategies captured in the O’Fallon Neighborhood Community Development Plan. Students also interviewed more than 50 potential service agency partners. The results are found in the O’Fallon Neighborhood Community Development Plan-Agency Interviews. The O’Fallon Neighborhood Housing and Commercial Center plans that followed started with residents’ housing and economic development outcomes and strategies.

The plans developed are ready to be submitted for adoption by the city of St. Louis and they provide a model for university-enabled neighborhood planning that gives voice to disadvantaged citizens interested in working for the betterment of their neighborhood.